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# Country programme outline for Equatorial Guinea (2003-2006)*

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* The collection and analysis of the current data required in order to present updated information to the Executive Board resulted in a delay in the submission of this document.

02-35886 (E) 230502 040602

## Introduction

1. The present proposal for a programme of cooperation between UNDP and the Government of Equatorial Guinea is part of the implementation of the country's commitment to the objectives of the United Nations Millennium Declaration and those of the Programme of Action for the Development of Equatorial Guinea (2001-2010).

## I. Situation analysis

2. Starting in 1992, the economy of Equatorial Guinea burgeoned as a result of oil production. In 1997 the country's gross domestic product (GDP) rose 123.4 per cent in nominal terms and 88.2 per cent in real terms. Since 1994 the growth rate in real terms has consistently been in the neighbourhood of 15 per cent, the mean growth rate for the period 1994-1998 being 24 per cent. Thus, with these new figures, per capita GDP rose from US$ 548 in 1996 to $1,817 in 1998 and $2,265 in 2000.

3. The strong economic growth observed during this period, however, had little tangible effect on the living conditions of the majority of the population. More than 65 per cent of the country's population live below the poverty line. The discrepancy between the mean per capita GDP and the country's rank (110th out of 162 countries according to the *Human Development Report 2001*), low life expectancy (48.6 years), high infant mortality (114 per 1,000 live births), limited access to drinking water and health services (32 per cent and 37 per cent, respectively) and a very high prevalence of HIV/AIDS infection in the country (estimated at 7.8 per cent in 1999) are sources of concern and present the Government and its development partners, such as UNDP, with major challenges.

4. Politically, the most important points are the slowness of the democratic process and the relative shallowness of structural, economic and social reforms, which the country's low capacities and the lack of confidence of the opposition in the democratic process help to feed in vicious circles. This situation clearly depicts the key challenges to the future of Equatorial Guinea: (a) how to institute the democratic process while avoiding divisiveness detrimental to the budding economy to present and future generations; (b) how to bring about, within a very short time, the emergence of national skills capable, in both the private and public sectors, of modernizing, strengthening and running the administration, the economy and development programmes; and (c) how to turn the petroleum resource asset into a lasting source of balanced development in an environment of confidence, both internal and external.

## II. Past cooperation and lessons learned

5. The July/August 2001 programme review showed that the first country cooperation framework (CCF) had been conceived in the context of a difficult political dialogue between the Government and its bilateral and multilateral partners, owing to different visions of political reforms and democratization and of the manner of conducting constitutional elections. In addition, the absence of strategies defined by mutual consent with civil society and donors, the relative lack of a culture of planning, the lack of mastery of investment planning and monitoring and the non-existence of an adequate human resource management policy considerably reduced the impact of the efforts made to improve public administration capacities.

6. Despite these findings, significant results were achieved through the implementation of certain projects, including the following: elaboration of public investment programming instruments; support for the formulation of national policies on health and the advancement of women; diagnostic analysis of the judicial system; the launching of basic surveys and studies to define the country's poverty profile; and support for the elaboration of a national good governance programme.

7. The main lessons to be learned from the first CCF and to be taken into account in the designing of the new programme are as follows:

(a) The Government and UNDP must make efforts to establish: (i) a very high-level political dialogue based on mutual trust and transparency in the fight against poverty through good governance; (ii) a common strategy for resource coordination and mobilization that takes into account the new context in Equatorial Guinea; (iii) all necessary measures to ensure the capacity-building indispensable for the design and strategic management of policies and reforms; (iv) increased capacity to absorb development

credits; (v) stronger technical coordination of Government action;

(b) The Government and UNDP must mobilize United Nations agencies and bilateral and multilateral partners while at the same time including the private sector, especially through the revival of the Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF), for building the foundations of a genuine partnership based on the country's development priorities and strategies;

(c) The Government must make more effective efforts to clear the political horizon and enhance the prospects for improved well-being of the population, so as to obtain greater participation by the people of Equatorial Guinea in the emergence of a dynamic of sustainable human development, with priority being accorded to improved governance.

## III. Proposed programme

### Connections with CCA/UNDAF

8. Owing to difficulties related to the national context, the CCA exercise could not be completed. However, the United Nations agencies all have the same analysis and the same overall view of the situation. Due to this and to the central role played by UNDP as an intermediary for the agencies (most of which are not resident in Equatorial Guinea), the principal themes of the country programme will serve as a basis for the UNDAF exercise scheduled to begin this year. The 2003-2006 programme will comprise three focus areas.

9. *Objective 1: To contribute to the fight against poverty and social exclusion.* UNDP will support the Government in the formulation and implementation of a national anti-poverty programme and a monitoring agency in which all the national and external actors concerned will be represented, including the Bretton Woods institutions. The programme will accord priority to the contribution of organizations of civil society, in particular non-governmental organizations, at the grass-roots level. In the formulation and implementation of this programme recourse will be had, insofar as possible, to: (a) the United Nations Volunteers programme; (b) the expertise of developing countries through technical cooperation among developing countries (TCDC) and the support of subregional resource facilities (SURFs) and regional programmes. Particular attention will be devoted to the participation of the women of Equatorial Guinea in the country's development efforts. The programme will be made up of two mutually reinforcing components:

(a) *Microcredit and job-creation component.* Actions belonging to this component are aimed at promoting income-generating activities through the creation, and the management by the participants/beneficiaries themselves, of community enterprises intended to improve living conditions in rural and peri-urban areas;

(b) *Component relating to access to social services and basic infrastructures.* The UNDP support provided will essentially involve formulation of policies and development strategies with a view to obtaining adequate financial and technical assistance for improving health and nutrition indices as well as those of drinking water, basic education and habitat/sanitation. UNDP and the Government plan to hold a thematic round table in about the third quarter of 2002, based on the national anti-poverty plan. UNDP and the Government (National Committee against HIV/AIDS), in collaboration with the United Nations Common Programme on AIDS, will continue and strengthen their action to fight the pandemic.

10. *Objective 2: To help promote good governance and participation.* UNDP action will involve achieving the following specific objectives: (a) strengthening and broadening democracy and establishing respect for human rights and the right to development for all, through the pursuit of the objectives of the Millennium Summit of the United Nations; (b) developing and consolidating the rule of law; making the judicial system a transparent, equitable system within the reach of all citizens of Equatorial Guinea; and reducing corruption and favouritism; (c) decentralizing decision-making and entrepreneurial capacities and the operating means of public services; (d) providing the State with capacities for strategic development supervision, especially in the areas of management and strategic negotiation with external partners, both public and private; (e) promoting the private sector.

11. UNDP will cover continued training for the staff of the judicial system and constitutional supervisory bodies, judicial reform, modernization of public administration and decentralization, rehabilitation of organizations to represent and defend the interests of producers, development of grass-roots participatory

structures, creation of a good governance monitoring agency and improvement of the electoral legal system.

12. *Objective 3: To help create and strengthen national capacities*. The specific objectives are: to provide the Government (including the Chamber of Commerce and semi-professional organizations) with a technical capacity for analysis, forecasting and strategic management, as well as a capacity for strategic economic, financial and trade negotiation; to ensure that the Government has full control of public investment and the capacity to absorb investment credit, while at the same time improving the quality of public expenditure; and to modernize the tools and working methods of the administration through the use of information and communication technologies (ICT). The resources of regional programmes will be mobilized (African Development Forum, statistics, national report on human development) with a view to strengthening the country's potential for subregional integration.

### Expected results

13. The Government and UNDP will seek during the country programme period to reduce the percentage of the country's population living beneath the poverty line, infant and child mortality rates and malnutrition; to improve access to primary health care; to raise primary and secondary school and university enrolment levels; and to improve access to energy in the home and drinking water. The principal effect expected from the implementation of the Poverty Reduction Strategy Papers (PRSPs) is the emergence of an irreversible dynamic of sustained human development characterized by a real increase in per capita income in Equatorial Guinea, the liberation of the country's women and the birth of a culture of sustainable self-reliance. The efforts to promote good governance should: (a) release the capacity for expression and participation of the people of Equatorial Guinea and permit the positive integration of the country into political and economic globalization; (b) through the civic work of the good governance monitoring agency, trigger an inequality-reducing dynamic.

### Overall strategy for cooperation with UNDP

14. The Government, in its Programme of Action for Development (2001-2010), has clearly developed its strategic choices, namely: the rule of law; democracy and greater participation of civil society in the design and implementation of development policy; good governance; administrative decentralization and deconcentration; the market economy, promotion of the private sector and gradual disengagement of the State; and achievement of world development objectives, including the reduction of poverty by at least 50 per cent by the year 2015 through strategies to promote the self-reliant development capacities of the population. These choices will serve as a basis for cooperation between UNDP and the Government.

15. Partnership based on participation will underpin UNDP action, which will complement the activities of other donors. The updating of the CCA at the country level will provide an opportunity to assess actions backed in recent years by agencies of the United Nations system and to start the preparation of UNDAF.

## IV. Programme management, monitoring and evaluation

16. With the programme approach, the emphasis will be on strengthening of national capacities (administrative staff, staff of non-governmental organizations (NGOs) and community extension workers) and on internationalization and adaptation of that approach.

17. Given the lack of skills existing in the country, national programme and project execution must be introduced on a case-by-case basis and with the support of outside skills within the framework of South-South cooperation or transient arrangements under Management Services Agreements with United Nations agencies. This modality will call on governmental competencies and seek to put to work all other national competencies (NGOs, private sector).

### Follow-up and evaluation

18. The country programme 2003-2006 will be the subject of evaluations in accordance with the modalities set forth in the new UNDP programming arrangements, in particular the examination of programme results with the Government within the framework of the annual and in-depth triennial process. When the supporting documents for the programmes for the promotion of good governance and poverty reduction are formulated, more precise indicators will be defined and will serve as guidelines for subsequent reviews. A strategic results framework will be defined

and followed; the framework will clearly show the mechanism for the evaluation of the different results, from outputs to impacts.

**Mobilization of resources**

19. The Government is determined, considering the exceptional increase in its resources, to seize this opportunity to finance the revival of development, furnishing the maximum amount of domestic resources to poverty reduction, capital development, good governance and capacity-building programmes. UNDP will be the Government's strategic partner in the management of those development resources, through the adoption of an appropriate joint-control, evaluation, programming and budgeting mechanism. This approach will make it possible to revive the round-table mechanism and will facilitate the establishment of suitable channels for positive dialogue with the Bretton Woods institutions.

# Annex

## Results and resources framework

| *Strategic area of intervention* | *Expected results* | *Indicators of results or objective* | *Outputs, including key indicators, as needed* | *Resources by strategic area of intervention/output or programme area (in US dollars)* |
|---|---|---|---|---|
| UNDAF objective 1: Fight against poverty and social exclusion | Real increase in average income; reduction of inequalities in income and living conditions<br><br>Creation of a dynamic of sustainable self-reliance<br><br>Improved life expectancy and a halt to the spread of HIV/AIDS<br><br>Achievement of international development goals for all segments of the country's society | Reduction of the poverty rate from 65% to 40%<br><br>Supplying of drinking water and access to social services; supplying of household energy to more than 65% of the population<br><br>Vocational or professional employment for 70% of women and men aged 25 to 50 years<br><br>Allocation of more than 70% of State budgets to social sectors and sustainable development | Establishment of a national programme to serve as a reference and planning framework for all interventions<br><br>Establishment of a participative monitoring agency<br><br>Development of individual and community initiatives through microcredit<br><br>Access of the majority of the inhabitants of Equatorial Guinea to essential public services. Firm establishment of sustainable participatory development | **Regular resources**: $960,000<br><br>**Other resources**: Trust fund/third-party cost-sharing: $40,294,000 |
| UNDAF objective 2: Strengthening good governance and democracy | Irreversible establishment of the rule of law and democracy<br><br>Healthy competitive political life representative of all strata of society<br><br>Reinforcement of capacities for democratic control of the constitutional institutions of civil society<br><br>Active participation of all in development | Efficient judicial system accessible to all<br><br>Improved respect for human rights and establishment of the right to development<br><br>Freedom of speech of citizens; increased participation of civil society in the democratic process<br><br>Free, fair and transparent elections with pluralistic participation | Establishment of a good governance monitoring agency<br><br>Better utilization of national revenue<br><br>Existence of a diverse and free press | **Regular resources**: $800,000<br><br>**Other resources**: Trust fund/Government and third-party cost-sharing: $30,566,000 |

| *Strategic area of intervention* | *Expected results* | *Indicators of results or objective* | *Outputs, including key indicators, as needed* | *Resources by strategic area of intervention/output or programme area (in US dollars)* |
|---|---|---|---|---|
| UNDAF objective 3: National capacity-building | Emergence of a strategic vision of long-term development<br><br>Effective capacity for controlling development aimed at the eradication of poverty<br><br>Apposite and effective harnessing and utilization of national resources<br><br>Improved capacity for absorbing and managing public investment credits | Establishment of a development perspective to the year 2015<br><br>Enhanced planning and coordination capacity by means of efficient ministries of economic affairs and finance<br><br>Establishment of a system of analysis or coordination and management with suitable expertise and working tools | Adoption of PRSPs and an implementation and follow-up mechanism (2015)<br><br>National Long-Term Perspective Studies (NLTPS)<br><br>Social development plan (2003-2015)<br><br>National capacity-building programme (2003-2007)<br><br>Programme for the promotion and strengthening of the private sector (2003-2007)<br><br>Public investment and resource mobilization programme (2003-2007)<br><br>National vocational training programme (2003-2007) | **Regular resources**: $658,000<br><br>**Other resources**: Trust fund/Government and third-party cost-sharing: $23,370,000 |
| | | | | **Total regular resources: $2,418,000**<br><br>**Total other resources: $95,000,000**<br><br>**Trust fund/Government and third-party cost-sharing: $1,230,000**<br><br>**Grand total: $98,648,000** |